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YOUTH SERVICE BUREAUS AND THE "HIDDEN CLIENTS"

BY MARILYN LANGFORD

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The services provided by eight youth services bureaus in California which are funded through the Youth Authority are difficult to measure, but their effectiveness can be demonstrated in instance after instance.

How do you measure delinquency prevention or crime prevention? How do you measure a community's changed attitude about kids or kids' changed attitudes about police or school or society in general? How much is it worth to turn a group of kids away from gang involvement and into competitive sports and community activities?

Complicated research devices may be able to measure recidivism or changes in grade point averages or truancy for certain identified clients, but how do you measure changes in people who never show up on the caseloads of social agencies but who, nevertheless, were impacted by that agency?

How do you determine the impact of a Parent Runaway Day, a gang leader peace treaty, a disco dance for parents of delinquent kids, or a senior citizen—teen co-op center.

An attitude survey instrument may or may not measure the effect of counseling on a youth referred to the agency, but how do you measure the effect the counseling session had on the youth who was trained by the agency to provide the peer counseling?

The real impact of youth service bureaus may not be so much on the identified clients referred to the bureaus for service as it is on the community people who work together to provide the services.

Increasing community awareness and involvement, changing negative attitudes, exposing youth and adults to new experiences and different people are all part of the goals and objectives of the eight Youth Authority-funded Youth Service Bureaus YSBs operating in California since July, 1976.

The bureaus were set up to provide specific services for certain identified clients in the community. But, in addition to the individual, family and group casework services, there are community services provided by all the bureaus. These are harder to measure because they serve the hundreds of thousands of "hidden clients" who never come to the attention of official agencies.

The eight bureaus have much in common but they also have many individual

differences because each was designed by community people to meet specific community needs.

How Bureaus Are Funded

Of the funded bureaus, three—East Valley Santa Clara County YSB in San Jose, Bell Gardens Police Department YSB in Los Angeles County, and Mendocino County Youth Project in Ukiah—are sponsored by public agencies—Santa Clara County Probation Department, Bell Gardens Police Department, and Mendocino County Schools.

Five are sponsored by community groups. These include Crenshaw-West Adams-Leimert Consortium in Los Angeles; Chinatown/North Beach Youth Service Center in San Francisco; Headrest, Inc. in Stanislaus County; Los Padrinos YSB, serving San Bernardino and Riverside Counties; and Helpline Youth Counseling, serving the southeast corner of Los Angeles County.

These eight bureaus served 3,307 new referrals in 1977/78. The average age of youth served was 14.3 years and 56 percent were male. Nearly 45 percent were youth from minority ethnic groups.

Law enforcement referred 31.5 percent and schools referred 26.5 percent. The rest were from parents, other community agencies, and self referrals.

The reason for referral varied from bureau to bureau, but overall, 34.4 percent were referred for illegal behavior and 42.4 percent for individual problems not related to law violation. The rest were referred for specific programs, jobs, tutoring, recreation needs, etc.

Once referred to the bureau, youths averaged 12.58 hours of service during the 74.5 days they were active in the bureau. Each youth averaged just over 8.4 contacts.

Of the youth served by the bureaus, 56.3 percent received individual counseling, 59.2 percent had family counselors, nearly 32 percent were involved in group counseling, and 11.3 percent were involved in recreation activities.

The statistics are impressive, but beyond the official statistics and beyond the official hours of service to identified clients, much more was happening in the communities served by YSB's. These "happenings" do not always show up in statistical tables because only the identified client is included in the mandatory record keeping system. Many, many other are served by the myriad of activities available to the communities served by YSB's.

While each youth service bureau has its own special programs in the community it serves, all deserving attention, a few highlights will be mentioned to give the reader a flavor of the variety of programs available. These programs are focused in four areas—youth development, crime prevention, school interaction, and community action.

Youth Development

A major thrust of youth service bureaus is to provide youths an opportunity for a participating stake in society. All projects attempt to involve youth in helping other youths, but three youth service bureaus—Headrest, Los Padrinos, and Helpline—have especially outstanding youth involvement programs.

The Youth Advisory Board at Headrest is an example of a vitally involved youth group. The group, consisting of 35 youths, ages 12 through 17, recruited from local junior high and high schools, elect their own officers and write their

own bylaws. They serve as the youth advisory board to the youth service bureau. But more than that, they are an action group.

They were instrumental in formulating the house rules at Hutton House (the project's residential facility for 601's) and in developing an evaluation procedure for the House which allowed the residents to give feedback on staff, rules, and programs. Members of the group volunteer to cook the evening meals at the facility and to provide companionship to the residents there. Most of the group have been trained in peer counseling and serve as co-leaders in group counseling sessions with residents and other youth groups. They also helped formulate plans for a "Parent Runaway Day" and a disco dance for parents.

In the Los Padrinos YSB, serving the Riverside and San Bernardino area, the Richard Salas Youth Leadership Development Program (named after a young youth leader who was killed trying to break up a gang fight) each year trains ten youth leaders, 18 to 21 years, to work with 150 younger children in the community. These young children, ranging in ages from eight to 13, are involved in activities designed to develop leadership skills and to help them take on more responsibility in the community.

Youths are involved in recreational activities, cultural and educational pursuits, and community improvement projects. Besides the numerous recreational activities this past year, youths sponsored a youth olympics, cleaned up a community park and recreation area, worked on weed abatement, painted out graffiti and gang signs on fences, and planted and cared for a community garden.

At Helpline Youth Counseling, youths, both clients and non-clients, are involved in a youth council designed as a training and growth enhancing process. Youths acquire skills for group counseling and to build self confidence.

In an outreach project sponsored by Helpline Youth Counseling in Bloomfield Park in southeast Los Angeles County, over 100 youths, ages 8 through 18, meet regularly for recreational activities and rap groups to deal with family, school, and community-related programs. They come from families with a multitude of problems. Often older siblings are involved in gang violence and criminal activities. The youths use this project as a respite from family problems and as an alternative to gang involvement. But more important, through the project, youngsters actively recruit other youngsters who are in danger of getting into trouble and encourage them to join Helpline's youth activities.

Two youngsters, although terminally ill, have become the center of their group and are vitally involved in assisting other youngsters to become involved in the program and thus avoid the pitfalls of gang involvement. Helpline Youth Project has provided the opportunity for these terminally ill youngsters to find some meaning and purpose in their lives.

Crime Prevention

Besides being indirectly involved in crime and delinquency prevention activities through youth development program, the youth service bureaus are directly involved in specific crime prevention programs in their communities. Three such programs are the shoplifting program at East Valley, the Block Watch program at Bell Gardens, and the gang intervention activities at Los Padrinos.

East Valley Youth Service Bureau has developed an anti-shoplifting program

designed to cut down on the incidence of shoplifting in the community. The youth service bureau is located near a large shopping center in the Evergreen area of San Jose which is frequented by teenagers from the local schools. There has been an extremely high incidence of shoplifting in the area because the youngsters use the shopping area as a congregating place after school.

During 1976, 678 juveniles in this area were arrested for petty theft (shoplifting) by the San Jose Police Department. The average age of the youths cited was 13. To respond to this community problem, the youth service bureau, in January, 1977, developed a petty theft prevention program to reach all youngsters in the elementary and junior high schools in the target area. Their goal is to meet with all incoming fifth graders and above and to lead the students in group discussion where their attitudes about shoplifting and other delinquent behavior are explored. To emphasize the seriousness and consequences of this activity, an excellent film, "Caught", is shown to the students and serves as a basis for group discussion. Since its inception, the program has been presented to 33 different classes totalling 1,270 students. Staff also use a similar program for youths arrested for shoplifting and diverted to the Bureaus for treatment. Of the total of 152 minors and their parents involved in this program, only 20 minors have been re-arrested.

Bell Gardens Police Department Youth Service Bureau became aware of a police department survey done in July, 1977 indicating that burglary occurrence was rising at a phenomenal rate in that community. It also discovered that the information received from citizens regarding suspicious activities in their community was at an all-time low, and there was little communication between the community and the department. With the help of the staff at the youth service bureau, a Concerned Citizens for Action Committee, Blockwatch Program, was initiated to help end the isolation of the police department from the community, and 650 community citizens were recruited for the program. The city was divided into four areas coinciding with the four geographical areas of the police department. Two citizens, appointed as area commanders in each area, helped to select block captains for every block in the community. The area and block commanders were thoroughly screened and trained by youth service bureau and police personnel before they were assigned any duties.

Block captains were responsible for recruiting other interested citizens on their blocks to participate in the program. Once the blocks were organized, police department personnel conducted meetings through which the citizens and police could share ideas, pinpoint problems, and focus on the responsibilities of both groups. The community group became the eyes and ears of the police department and began to understand more clearly the role of the citizen in delinquency and crime prevention. Police also became better acquainted with the people they served and were thus better able to meet their needs.

One small area of Bell Gardens had a rash of 14 burglaries in one day. Through the Blockwatch Program, police held a block meeting and learned that a youth gang had been terrorizing the community for some time, but no one had known what to do about it. Through the cooperation of the citizens group and the police department patrol division, the gang was broken up within hours.

For years, youth gangs in the Riverside and San Bernardino area have been literally at war with each other. Incidents of gang violence and murder are common occurrences. Recently, youth leaders at Los Padrinos YSB were instrumental in bringing together youth gang leaders to sign a peace treaty which

was published in the local newspaper. In the peace treaty, the gang leaders promised to stop retaliation against each other, to return club jackets stolen from each other, and to attempt to work out their problems through peaceful means rather than through knives and guns. Gangs are now facing each other on the baseball diamond rather than in back alleys. Other gangs are signing up as explorer posts and are involved in fund raising activities to support their explorer activities and community projects. It sounds hard to believe that hardcore gang members would be willing to affiliate with such establishment-oriented groups as the Explorer Scouts, but in this area, with the help of YSB youth workers, it is happening!

In other areas anti-rape counseling, anti-child abuse program, self protection, fraud awareness and consumer advocacy are provided by YSB staff to help combat these crimes.

Interaction With Schools

One of the major problems identified by education leaders in California is the lack of counseling staff available for youth in junior high and high schools. According to Department of Education statistics, the ratio of students to counselors is about 450 to one in secondary schools and much higher in junior high schools. Counselors are finding that most of their time is spent approving schedule changes and not in problem-related counseling.

Youth service bureau staffs have recognized this unmet need in their communities and are providing services to the schools to help meet these needs. Headrest Youth Counseling in Modesto and Mendocino Youth Project have placed youth service bureau staff counselors in the local junior and senior high schools. Through a cooperative agreement, the schools provide office space, telephone, and clerical services and the youth service bureaus provide advocacy, tutoring, and counseling services for the students. The youth service bureau counselors are seen as extensions of the counseling staff and their "eyes into the community." Some of these youths served became official YSB clients, but others are able to use the brief contact with the worker to work through their problems without further help. Youth service bureau staff have also provided in-service training in counseling methods for the counselors, teachers, and administrative staff.

In the harassed and overcrowded areas of Los Angeles, Helpline youth counseling staff also provide a real service to schools. Five separate unified school districts in the southeastern Los Angeles County area and several individual parochial schools have requested services from Helpline. These services include individual and group counseling, rap and encounter groups, teen-parent programs, communication workshops, and classroom presentations. During 1977-78, 262 students were involved in groups and training programs presented by Helpline Youth Counseling in the schools.

An assertiveness training class was so well accepted and used by the students in one district that the faculty there asked Helpline to provide assertiveness training for the faculty so they might be better equipped to deal assertively with the students!

In addition, Helpline staff have provided in-service training for faculty and school administrators in Systematic Training for Effective Parenting (S.T.E.P.); human sexuality, and interviewing, communication, and counseling skills.

Bell Gardens YSB provides three police officers or school resource officers to work at various junior and senior high school campuses in the city, providing counseling and class presentations. In a letter to the Mayor, an administrator recently gave credit to the police department and specifically to the YSB for the "peacefulness and cleanliness of the campuses." He attributes the positive attitude of the students to the good relationships with the police department.

In a letter to the Mayor, the school administrator added, "we have open lines of communication and support each other. The youth services bureau has had a profoundly positive effect on our young people and their image of a police officer. Our students look upon our police officers as friends—this is vividly demonstrated at our football games where our officers are generally surrounded by young people 'rapping' with them, in a most respectful way."

Another administrator pointed out that the programs were changing the attitudes of the teachers toward police and this would undoubtedly affect the student attitudes.

Community Action

All youth service bureaus are required by state standards to have Citizens Advisory Boards to insure community linkages involvement. But how they develop and use these boards is up to the individual bureaus. And again creativity is the watchword of some bureaus.

The small staff of the Mendocino County Youth Project serves seven areas throughout Mendocino County. In each area outside Ukiah, paid project staff is limited to one-half or one position. Through the use of the Citizens Advisory Board (recruited by staff), Mendocino County Youth Project has parlayed one youth worker in each community into a task force of workers in each area, able to identify the community needs and get them met. The Board serves as an extension of the project staff.

The Citizens Advisory Boards in Mendocino has changed in nature over the years. They developed from an advisory board into Citizens Action Boards with the responsibility of assessing youth needs, developing a youth need assessment survey, prioritizing the needs in light of community resources and planning community projects to get these needs met. The YSB youth worker in each area, then, coordinates the services of the entire action board in meeting the needs of the community. Through this means, the bureau can operate in widespread communities with minimal staff. Last year, single workers in such remote Mendocino County locations as Covelo, Point Arena, and Manchester worked with their Citizens Action Boards in a variety of programs. These boards were instrumental in developing plans to get an old community hall refurbished as a roller rink in one northern community that had no planned recreation for its youth. In another area, they managed to develop a teen center by sharing expenses and administrative overhead with the local senior citizens group. Plans are under way for respite housing in one area; and, in another, the Citizens Action Board is developing a Big Brothers-Big Sisters project.

During the recent "funding crunch", Citizens Advisory Boards all over the state contacted legislators, state and federal funding sources and local Boards of Supervisors and city councils to spread the word about YSB's and to plead for continued funding. The excellent job they have been doing in assessing and in

meeting the needs of the youth in the state and in making other citizens aware of these needs and resources is doing a great deal to bring people together to provide better opportunities for California's youth.

Summary

Research is being done now to evaluate youth service bureaus, and this research may determine their future funding. But, even the most sophisticated research instruments cannot measure the real impact the YSB's have on the hidden clients they also serve.

Before judging youth service bureaus using standard research evaluation methods on identified clients, it is essential that we look to some of the hidden clients for the real impact.

Ask any school administrator in an area served by a YSB. Ask any police chief who has a YSB counselor assigned to his district. Ask a youth peer counselor or a youth council member. Ask any parents whose child was served by a YSB. Only then will you begin to see the total picture of the YSB and only then will you begin to recognize the real impact the YSB's have on these many, many important, but hidden clients.

A NATIONAL YOUTH SERVICES PROGRAM¹

BY ROBERT L. SMITH

Mr. Smith, a former high-level administrator for the California Youth Authority, is now assistant to the director of the National Institute of Corrections.

With the proportion of youth in the general U.S. population projected to decline during the years ahead, the time is ripe for a brand new approach to reduce delinquency by setting up a National Youth Services Program which would be available for all youth—a kind of vaccine that would inoculate youth against the ravages of joblessness and lawlessness.

Work experience programs for youths are uncoordinated, expedient, prescriptive programs that lead everywhere and yet nowhere for the youth they are intended to serve. Public involvement in the field is a federal-agency-by-federal-agency, congressional-committee-by-congressional-committee, state-by-state, or city-by-city assortment of unrelated decisions that are as likely to be contradictory as complementary. . . .²

Youth in the 1980's, barring any change in current rates of birth, will be a declining resource that youth serving agencies will fight to serve in order that they, the youth serving agencies, may survive. A diminishing natural resource in the 1980's, today's youth are being offered programs and efforts that are guided by the same growth philosophy that began to diminish other natural resources during the late 1950's and 60's. Nothing being advocated at the national level reflects the fact that the U.S. population reached a zero rate of growth in 1974 and no longer reproduces itself.

The basic guiding principle underlying most publicly supported youth programs is non-intervention unless a need arises from circumstances over which either a child or youth have no control. No public policy exists that is based on the assumption that children and youth are valuable and have rights to certain services that are not controllable by parents such as nutrition, education, health and work experience.

This paper is concerned with the importance of work experience for all youth between the ages of 10 to 17; and with the development of a National Youth Services Program guaranteeing both work and educational benefits. Its arguments are based on the fact that as a group, youth from 10 to 17 represent a

¹ The basic arguments for this paper were developed in 1974 in response to a Federal Bureaucrat's question: "What would you do with a billion dollars for delinquency prevention?"

² Gilbert Y. Steiner, *The Children's Cause*, The Brookings Institution, Washington, D.C. 1976. All due apologies to Mr. Steiner for changing his elegant words regarding children and youth to meet the needs of this article.

substantial portion (15.1%) of our current population and have problems, some common, some quite individually unique, that are associated more with age than anything else and call for special action. Our traditional public and private agency responses are not adequate to meet the needs of youth in the late 1970's or 1980's. Old ways of doing business must be modified to meet present and future needs of this group in the world of work experience.

Headlines report (depending on the city involved) that 19%, 25%, 35% of the nation's black and brown youth are unemployed. Politicians and legislators stampede to initiate short term, categorical, prescriptive programs that rarely, if ever, address the basic problem of youth's increasingly limited access to "real" work experience opportunities. Planned, useful and rewarding work experience opportunities is the issue, not just make-work jobs for a specific or critically affected group. The fact that one group or another has a greater disadvantage does not negate the fact that others are also limited in their access to this important "growing up" experience. Work experience opportunities for all 10 to 17-year-olds is and will continue to be one of the critical problems for this decade and the next.

Outside of school, work is the second most important arena of opportunity within which youth must prove themselves. While work may have a socializing function, even more important is the fact that it provides ways for young people to achieve and belong. Work supports positive self-images, provides a means for obtaining material things of value and serves to create a stake in legitimate values and behavior.

Public service jobs for the disadvantaged and delinquent are reactionary and rehabilitative rather than preventive or developmental. Good developmental programs offer work opportunities for all youth, thereby avoiding the problems of labeling, spoiled image, identification as being poor, uneducated, ethnicity, etc., but it does raise a massive problem of its own: how to organize work opportunities on the scale and with the variety which would constitute an opportunity structure for all, or most, youth.

The Development of A Position

If we could first know where we are and whither we are tending, we could then better judge what to do and how to do it.—Abraham Lincoln

Prior to the 20th century, American children and youth represented an economic asset to their parents and families. In the agrarian society of that time, the family was the basic economic unit. Hands, whether child or adult, were the resources for production. As such, children and youth contributed to the economic well-being of their family through learning to be a worker, responsible adult, etc.

With the coming of the industrial-technological-metropolitan period, America's family unit changed. No longer a "little" adult, and certainly no longer an economic asset, children became financial liabilities. Concurrently, public agencies took over many of the functions previously carried out by the family. Prolonged periods of education, restriction of work opportunities, limitations on adult behavior, and even recreation, fostered the breakup of the synergistic processes of an earlier family life. An equilibrium was disturbed and a schism generated which gave rise to new groups identified as adolescents, youth,

teenagers, etc., with new and different characteristics from those of their predecessors. The differences that separate youths from adults can no longer be understood from the perspective of social class or economic differences. A much broader spectrum of youth are involved, and their problems are felt and must be dealt with by the total society which has generated them.

The issues about which we hear so much—alienation, isolation, dependency, powerlessness, delinquency, etc.,—can be related to the process of slowly but progressively depriving too many children of a childhood and youth of both obligations and opportunities to more fully participate in the life of their communities. Children are expected to become youths at an earlier age, while youth find themselves cared for by a society that increasingly treats them as if they were children. Both groups are nurtured, cared for, educated, recreated and even alienated by strangers and large anonymous institutions within which youth hold no position, exercise no power or have no real commitment. With the takeover by public agencies of functions previously performed by the family, services became highly specialized and fragmented, while they became even less related or understandable to those who were and are the recipients of the services. Progressively, youth have been limited in their ability to participate in efforts to deal with the very problems and issues affecting their lives. Developing new methods of involving and including youth in making the critical decisions must become one of the central concerns of our times.

America is a problem-focused society. Much of our energy is consumed thinking about what we are doing that is wrong rather than what we do that is right. Our concern about the problems of youth are no different—except youth are expected to “grow out of them.” We spend considerable time and resources seeking solutions to the problems of crime, delinquency, vandalism, violence, poverty, energy, poor health, education, etc. We focus on the problems and ignore our knowledge of what succeeds.

People who have a stake in an enterprise tend to be supportive and protective of that enterprise. They become bonded to its activities and values and contribute to its effective operation regardless of whether they are youth or adult. We also know that this condition tends to pertain when a person has had the opportunity and/or chance to actively participate in the development and operation of that enterprise. Stake means participation; and participation, if it is genuine, means learning through doing. All children and youth learn, just as do adults, the only question is what and where? Learning is enhanced by participation, indeed, it probably cannot happen without it. Add to these first two elements of normal development a third—earning. Like it or not, the American free enterprise system is built on the value of money and what it buys. We each measure ourselves to a great extent by what we possess or have the ability to acquire. Earning, like participation, can be learning. It can also be service, a fourth element in normal development. Strangely enough, service to others is frequently overlooked by adults who design youth programs. Youth, like their older counter-parts, need to be a part of something that is greater than themselves, something in which to believe, and to which they can contribute something of themselves. Honor student or institutional delinquent, the need to serve something or someone other than self is an essential and urgently needed part of growing up whole.

Participation, learning, earning and serving were once a routine part of growing up—they no longer are. They are the foundation stones for a national

program of work experience for youth that is desperately needed now and for the 1980's. Self-actualization has been the recurring theme. It is illustrated by others in the following excerpts:

The supreme goal of man is to fulfill himself as a creative, unique individual according to his own innate potentialities and within the limits of reality.—Carl Jung

The healthy man is primarily motivated by his needs to develop and actualize his fullest potentialities and capacities. . . What man can be, he must be.—Abraham Maslow

The primary determinant of motivation is the degree of opportunity offered to people for self-actualization and realization both in doing the productive work, in their relations with other people with whom they are associated in the doing, and in receipt of other rewards which they consider consistent with effort expended.—E. Wight Bakke

Unless there are opportunities at work to satisfy these higher-level needs (self-fulfillment), people will be deprived; and their behavior will reflect this deprivation.—Douglas McGregor

The primary functions of any organization, whether religious, political or industrial, should be to implement the needs for man to enjoy a meaningful existence.—Frederick Herzberg

Work is one of the significant ways by which people prove themselves and their value. It is as true for youth as it is for adults. Short of the home or family there is no other social institution, except perhaps education, that is as important in influencing how good or bad we feel about ourselves.

How Large is the Target Population?

As many of our public schools have only recently become uncomfortably aware, children and youth are a declining resource in the United States. Those who have traditionally made their living by "serving youth" will find it harder to serve youth in the future. This decline in total numbers as well as percent of the total population makes the development of a youth work opportunity policy urgent if we are to reallocate or manage our programs for youth more effectively in this country. Obviously the natural tendency is for the youth serving institutions to survive and grow stronger even though the client population declines. This need not happen, however. Programs for youth that have been talked about for years can become realities during the 1980's by reallocating existing educational and employment resources to implement a comprehensive Youth Services Program.

The total population of the United States on July 1, 1976, was estimated to be 215,118,000. Of that number, 32,502,000 or 15.1% were youth between 10 and 17. Of that number boys and girls were roughly equal in number. The white population constituted about 83% and other ethnic and racial groups represented only 17% of the 32.5 million youth of our nation who were 10 to 17.

On July 1, 1982, the total estimated population of the United States is

expected to reach 226,341,000 of which 28,784,000 or 12.7% will be youth between 10 and 17. Sex and ethnic distributions are projected to be down in gross numbers but proportionately the same within this youth group. The important issue is that the youth population is expected to decrease by about 11% as a percent of the general population. Numerically the decrease is a little over four million.

On July 1, 1987, the total population will have increased about 10% over 1976 to 237,226,000. Again, the youth population will have decreased by about six million and is estimated to be about 26,602,000, or 11.2% of the total population. Down by over 18% from 1976, this population shift could permit the reallocation of existing resources to youth development programs or work experience efforts. Minority populations will increase proportionately in this age group, but only by 1 or 2% as a factor within the 10 to 17 age group.

Providing these mid-range projections from the Federal Bureau of the Census hold up, the United States will never have a better time than now to begin developing a human ecology program for the 1980's. The 1970's taught us that our resources are not infinite, that energy is not limitless and that decisions we make or do not make today affect the nature and quality of life in the future. True of natural resources and true of human resources, we need to develop ecologies that are in tune with our times. A National Youth Services Program is but one example of human ecology that is appropriate for now and the future.

The Need for a New Logic for Youth Programs

Americans, as no other people in the world, seek quick solutions to complex social problems. Yet any activity to generate a national youth policy to guide program development generates relatively little political attention. The absence of theory, the paucity of tested ideas and the division of responsibility for youth programs impedes evolution of a focal point of concern about policy. Unlike universal programs for older Americans, youth programs are selective responses to selective needs. We would argue that the need for work experience for youth is a problem that would best be resolved by a universal rather than a specific response. It is a problem of sufficient magnitude to become a focal point and initiate a new logic for youth programs.

America has an increasing propensity for inventing instant programs to resolve the symptoms of significant problems. The problem is we tinker with the edges rather than the core of the issue. There are alternative logics that can be applied to program development. The one presented in this section is subsequently used to develop a specific program proposal for work experience. The concept presented is a philosophical planning base; it provides the framework within which effective programs can be designed and implemented. For lack of a better title, the logic is called the "denominator" approach.¹

A given event that deviates from the common good is frequently expressed in terms of the incidence or prevalence of that phenomenon. How often a given event occurs is the incidence related to the phenomenon; the prevalence is the frequency which that same phenomenon has within the population at large. For example, the prevalence of alcoholism in this country is said to be about 4.2% of the population. This number is generated from a fraction that has roughly 9 million in the numerator (the number of "alcoholics") and 220 million in the

¹ I am indebted to Dr. Donald Muhich of AFI in Los Angeles for this concept.

denominator (the approximate population of the United States, including the alcoholic population).

Programs to reduce the prevalence of alcoholism could be generated that would attack the "numerator" of the fraction, or programs could be developed to place a major emphasis upon the "denominator." Traditionally, in spite of poor evidence that numerator approaches are successful in altering prevalence figures, most of the humanitarian industry has focused on numerator approaches to the incidence and prevalence equation.

There is actually no evidence that numerator approaches have ever altered the incidence and prevalence of behavioral phenomena in our society. For example, there is no evidence that a treatment center for mental health, criminal justice, alcoholism or any of the common diseases or deviant behaviors has resulted in a reduction of the incidence and prevalence of these phenomena. This is not to say that numerator approaches are ineffective with regard to individuals; It is simply that it is not possible to demonstrate a prevalence or incidence change using exclusively numerator approaches. Hence, crime reduction programs focused solely on offenders will not change crime rates, unemployment programs for selected groups will not by themselves change unemployment rates.

The medical model is the most cited example used to articulate this concept. Numerator approaches to polio, tuberculosis, and a variety of other infectious diseases were without significant impact upon prevalence; yet denominator approaches, like vaccination, mass screening, and the like, have almost eradicated a number of these diseases. The results have been noticeable, dramatic and long range.

While it is clear that any approach to reducing incidence or prevalence of any undesirable behavioral or conditional phenomena in our society will of necessity be some mix of numerator and denominator approaches and that careful planning will be needed, it is also very clear that we must find new ways to funnel a majority of our resources into denominator programs rather than numerator-oriented programs. By focusing on denominator efforts we will also deal with the symptoms about which we are concerned because the numerator population is always included in the denominator.

Put in somewhat different terms, the fundamental reason most eligibility criteria are inappropriate for youth is that developmental risks are not confined to any specifically defined group.⁴ Criteria approaches create inequities. There are for example, families just above the poverty cutoff that may have greater unmet needs than poverty families. There are children in non-poverty families that need services which their families cannot afford or provide. Such inequities illustrate the importance of assessing the needs of children and youth independently of criteria like family income. An alternative is to utilize separate measures; one reflecting opportunity or access. Earlier it was argued that youth by their very numbers and unique characteristics represent a special group requiring special attention in the world of work experience. Any criteria used to deny youth his or her right to services must be based on something more than race or economic status.

Conceptually, the denominator approach makes sense to most people. It is "people sense" that creates the problem of putting the concept into action. It is complicated, not the way we traditionally approach the problem, too grand, not

⁴ See Kurt J. Snapper, Ph.D., *The Status of Children 1975*, Social Research Group, the George Washington University, 1975.

problem focused, etc. Simply put, it runs in the face of our experience with national programs for children and youth, "messes with agency turfs," and requires a rearrangement of bureaucratic structures—the last being the most difficult resistance to overcome since the bureaucracy has the power.

Gilbert Steiner has stated the problem of a universal approach much more eloquently in his book, *The Children's Cause*:⁵

The children's policy most feasible—and most desirable—is targeted on poor children, handicapped children, and children without permanent homes; unlucky children whose parents cannot provide them a start equal to that provided most children . . . Unless and until that case is made more persuasively than it has been, however, a children's policy will be successful enough if it concentrates on ways to compensate demonstrably unlucky children whose bodies or minds are sick or whose families are unstable or in poverty.

He goes on to say that reformers and professionals keep trying to avoid the hard choice between limiting their goals and limiting their political strength by not constructing an orderly agenda with defensible priorities.

In issuing his chronology of past efforts, Mr. Steiner also concludes that policy makers are interested in demonstrable, clear, real issues of national importance. It is the clarity of the issue, its strategic importance to political consideration and the soundness of the plan that convert non-issues into real live ones. There is nothing in "The Children's Cause" that says we must accept the inevitability of our past history as the absolute and necessary prologue to an unknown future; nor is there any argument that insists that we ignore comprehensive planning in the development or evolution of specific solutions to specific problems like work experience opportunities for youth. Indeed, it speaks forcefully to encouraging the development of comprehensive policies for children and youth that are issue-focused, demonstrably sound and politically attractive. Work experience for all youth between the ages of 10–17 years is just such an issue.

A National Youth Services Program

Probably no single legislative act has had as profound an influence on the history of this country as the "G.I. Bill of Rights." Strongly supported for patriotic and economic reasons, the federal government enacted a social/educational policy in the 1940's that enabled this country to go to the moon in the 1960's and 1970's. Eligibility, or entitlement, based on satisfactory service, permitted the mass training of educators, engineers, secretaries, truck drivers and even politicians by providing resources which could be used by veterans for individual and self-determined purposes. No one said what the training must be, when it must be taken, where or even how long. No one identified "the need". No one said that the poor or the rich were more or less entitled to benefits because of their race, social status or income. Each person was eligible because of the public service that had been performed and was entitled to use federal resources to improve himself or herself educationally. A similar effort is needed for youth today and for the same reasons—to preserve the future and to advance the best our society has to offer—our youth.

⁵ Gilbert Steiner, *The Children's Cause*. The Brookings Institution, Washington, D.C., 1976.

This section attempts to apply the logic of the denominator concept in a National Youth Services program. In doing so, it deals with a number of other political issues than just jobs for some kids. It touches upon the need for a national policy of human ecology in that it recognizes that human resources, like natural resources, must be preserved, and must be protected from unnecessary loss. It represents a new approach to a fairly old problem and is sensitive to Machiavelli's warning that, "there is nothing more difficult to carry out, or more dangerous to handle, than to initiate a new order of things."

The U.S. Congress, in concert with the President, should enact a "National Youth Program" that, on the basis of freely selected work in public service would entitle youth, all youth and not just special or disadvantaged youth, to eligibility for varying degrees of benefits. Some of these benefits might be educational, some might be unemployment compensation and some might be cash bonuses.

Although eligibility would be based on the extent of satisfactory public service, the actual benefit received by the individual would be determined by national priorities. For example, eligibility credits could have a different value depending on how they were claimed: education would have a 100% value, unemployment compensation might be worth only 50% value and a cash bonus worth only 25% of the eligibility value. In this way priorities could be set corresponding to national needs. Individuals would still have the choice of deciding how to use their eligibility credits. Vouchers could be substituted for cash in the education area—perhaps others as well. Both national priorities and length of service could be used to determine long range benefits for which youth public service workers would have an entitlement.

To the extent possible, the national work experience program for youth should avoid trying to find junior adult work opportunities for youth. If the program is predicated on work experience that is competitive with unemployed adults, particularly during a high period of unemployment, then few adults and even fewer businesses can realistically support the effort. Yet, if the 1960's taught the nation anything, it should have been that young people need social, educational and recreational services that are best provided by youth themselves. The drug problem of the 60's was first identified and responded to by youth. Adults and formal agencies of social service could not adequately, or in many cases even intelligently, respond to drug-abusing young people. Street programs, hot lines, peer social service centers, crash pads, counseling efforts, runaway residences, etc. were developed and supported by youth long before adults became concerned.

Many of the subsequent adult-operated programs were modeled after the youth developed and operated programs, but without involving youth in any capacity except as client. Since then youth have been involved in cross-teaching programs, local prevention efforts, and a myriad of other activities that adults do not want to do or don't do well. Letting young people design and implement their own programs for youth respond to the earlier identified principles of participation, learning, earning and serving.

Many, if not a majority of the services through which youth might earn entitlement under this program should address the problems of children and youth (as defined by them). For example, few poor communities, or others for that matter, have sufficient day care centers or nursery services for the young or the old. Youth could and should become the person-power to provide these needed personal services.

Other possibilities include escort services for the elderly to and from banks and stores, food services for meals on wheels programs, housekeeping services and visitor programs. Recreation and the adequate use of leisure time are service areas that offer limitless opportunities for youth services. Work with the developmentally disabled, youth service bureaus, urban restoration teams, ecology work forces, drug abuse centers, crime suppression information programs, delinquency prevention efforts, crisis intervention, aids to police, fireman and justice agencies represent programs in which youth have demonstrated both enthusiasm and interest. Each of these project examples of work experience for youth offer the opportunity for participation, learning, earning and serving—all within the community in which they reside.

The "National Youth Services Program" permits government to offer youth an immediate reward, pay for services rendered, while also emphasizing a national goal and future reward in the form of education or other benefits. With only a little creative thought we can begin to address one of the critical problems of our time, work experience for youth, and do so using a comprehensive approach that avoids the problems of categories or labeling.

In order for the program to work effectively, program design and implementation must be locally determined. Localism, planning, organization and the development of appropriate linkages to important community groups, state agencies and the federal government are viewed as essential features of this program.

The lack of work experience opportunities for youth is national in scope, but variations in the nature and extent of the problem are unique to each local community. The best program strategy for each community is one that the local community has designed to fit its specific demographic, cultural, and historical uniqueness.

Geographic, human, organizational, cultural, and time and space differences between specific communities will have an effect on the organizational structure through which the youth work experience program will operate. Both the federal and state governments are remote from the immediate scene in which youth are unable to work. In the past, federal or state organized programs have not been responsive to community needs. Local government is more aware of the specific nature of their own youth employment problems and they are also politically accountable for their decisions. Local persons are better able to predict the probable success of a particular program or strategy as well as assess its results. Organizing the operation of direct service programs at the local level allows these assets of local government and individuals to be best utilized while also generating greater responsibility. Local control over the planning, implementation and operation of services not only generates new jobs for adults but also for youth (if they are participants and not just advisors). It provides an opportunity for community residents, including the youth, to have a greater feeling that their input is likely to have an impact upon program operation, and thereby encourages greater participation and commitment.

While it is true that the federal and state governments are remote from actual unemployment of the street, it is also true that these two levels of government have available a great amount of resources for programs to generate youth work experience programs. Billions are available to underwrite the cost of such

programs in Labor, HEW, Education, HUD, and the Office of Juvenile Justice within the Department of Justice. An administrative mechanism for the coordination of programs and policies of this sort even exists in the form of the Federal Coordinating Council for Juvenile Justice—though it is not used.

It is through the inter-linking of the resources of the federal, state and local governments, in the form of money, people and ideas, that this problem of limited opportunities for youth work experience can be substantially resolved. The federal and state role is to facilitate the local efforts through support in the form of money, technical assistance, training, and research. Furthermore, support should include a willingness to forego unnecessary guidelines and requirements that interfere with locals taking advantage of options not anticipated by federal and state officials.

Youth must be involved in the design and implementation of the local work experience program for at least two reasons: (1) it is a new and important way to provide new work experience to youth; and (2) it generates commitment through genuine participation. It may also stimulate new ideas and personal growth by both adults and youth, but these are secondary to the main purposes of work experience and personal commitment.

The actual mechanics of the program can follow the prime sponsor model of labor, special revenue sharing or even block grants, formula grants, etc. The procedural processes are less important than the design which must be voluntary and maintain the integrity of localism and self determination, youth involvement, equality of opportunity for all youth, and the principles of participation, learning, earning and serving which are essential to the healthy development of all youth.

Whether the program addresses the real target population, the 10–17 year old, or a more immediate target group like the 15–17 year olds is a political choice that, like all such choices, will be a compromise. Whether it is the 1976 target population of 32.5 million 10–17 year olds or the 12.6 million 15–17 year olds, the problem is one of manageable proportions. Either number can be successfully programmed for, if the Federal government is willing to accept the fact that local people are better able to design work experience programs than the skilled technicians employed at the federal and state level. The immediate and long range implications for education and national development are immense, but no greater than those now being experienced in Japan and Russia, two countries that have programs designed to provide work experience for youth. The United States values youthfulness in adults, the unanswered question is do we value youth?

Operationally, the budget to implement a Youth Services Program should have certain general limitations on the amounts to be spent for administration and physical construction since this is a program of service by and for youth. Service to people by youth is the primary and constant focus.

Control or guidelines for expenditures might look something like this:

Operation cost for programs through which youth	
establish eligibility (wages)	50%
Future youth entitlements	40%
Administration and overhead	10%

The program we have outlined is adaptable to local, state and national needs, is responsive to the needs of youth, and addresses the core problem of youth work experience. It gets us out of the categorical "bag" government has been in for so long. Most important, it leaves the issue of what kind of service programs to state and local community residents and the decision to participate to individual youth. It is workable and policy-based. It is one example of a denominator approach to one of the most critical problems facing America and its youth in the late 1970's and throughout the 1980's and early 1990's. It is in fact, A National Youth Services Program designed around the need for youth, all youth, to have work experience opportunities that provides for participation, learning, earning and serving.

PUNISHMENT VS. REHABILITATION: WHAT ISSUE?

BY JACK ROBBERSON

Mr. Robberson is a community services consultant in Sacramento for the Prevention & Community Corrections Branch

Debated for decades have been the merits of punishment versus rehabilitation as though the two were mutually exclusive. They are not, the author maintains.

Since the turn of the century corrections has gradually and at least theoretically embraced the concept of rehabilitation as the desired outcome of the correctional process. Cloaked in the magic and mysterious expertise of Freud, Dewey, and others, the field sold rehabilitation's shining promise. The public uncritically and on faith bought it. Corrections remained, for a time, comfortable and protected from criticism in the magic cloak of rehabilitative expertise.

Now, however, the field finds itself feeling rather stripped and in the altogether. The research and the socio-political climate of the nation forcefully disputes corrections' ability to do what it promised. Critics accurately point to the field's failure to rehabilitate as manifested in its high rate of recidivism and increasing youthful crimes of violence. These circumstances are cited as evidence of the ineffectiveness of the methods the field uses in handling its charges. In the resulting confusion corrections, itself, questions the appropriateness of its methods. Punishment versus rehabilitation seems, once again, to be the issue. The field is debating seemingly as if to choose one or the other. That it need not is the crux of this paper.

Function of Corrections

The function of corrections is to mete out sanction against illegal behavior as ordered by the court, i.e., curtailment of liberty through serving time in an institution and/or through probation or parole supervision. Corrections carries out court-determined punishment for law violation. Without court ordered sanction, corrections has no authority. Curtailment of liberty is the basis for the field's jurisdiction over its clientele. Punishment is corrections' job.

Whatever else corrections may do is done within the context of court-determined sanction. Rehabilitation, whether by means of psychotherapy, education, vocational training, and/or religion only happens correctionally within this environment. There is punishment first. For corrections and its clientele, the rest comes after.

Viewed this way there is no conflict between the two concepts. Rehabilitation

is a desired result of something that happens while the offender is within the correctional agency's jurisdiction, i.e., while the client's freedom is being limited. Rehabilitation, although humanely desirable, is superfluous to corrections' basic job.

Punishment and rehabilitation, nevertheless, are not mutually exclusive and for corrections, it need not be an either/or choice. When rehabilitation is a desired and actual result, it happens while offenders do their time on probation, in institutions, or on parole.

The either/or conceptual confusion is a legacy of Freudian psychology. A punishing, demanding parental figure is seen as the basis of neurosis. Rehabilitation, from this Freudian point of view, is the counteraction of the resisted but incorporated (into the superego) parental figure. Punishment is the antithesis of rehabilitation. Corrections in adopting the promise of rehabilitation offered by Freudian psychology mistakenly saw punishment as precluding rehabilitation.

To reconcile what it saw as the "either/or-ness" of its punishment function and its wish to rehabilitate, corrections denied its basic function.

Youth Authority Act

In the Youth Authority Act, is the promise to "protect society by substituting for retributive punishment methods of training and treatment directed toward the correction and rehabilitation of young persons found guilty of public offenses." Thus, youth counselors came to say to youngsters locked up in institutions, "You're not here to be punished; you're here to be rehabilitated." Despite the words the youngsters knew full well that, rehabilitation or not, they could not leave. Their liberty was curtailed.

In denying the punishment implicit in curtailment of liberty, and in substituting for it the promise of rehabilitation, corrections accomplished several unfortunate things. It embraced the pretense that incarceration was not punishment. The field began saying "rehabilitate" when punish was what was generally meant. Corrections told its clientele and the public it could impose rehabilitation upon offenders. It, thus, claimed that its function was to change criminal behavior to law-abiding, rather than simply to punish criminal behavior.

In doing so the primary dimension in human change was ignored and, perhaps, made impossible to achieve. Human change or rehabilitation, if you will, occurs when the person in question desires it and commits himself to it. Imposing change arbitrarily and externally creates its resistance. This is true if for no other reason than one's unique identity, in its basic elements, is not freely given up to control by others. Choice and concomitant responsibility for choices made are basic ingredients in human growth and change. When rehabilitation is imposed there is no choice. The imposing authority becomes responsible for effecting the change. No choice and no responsibility allows no lasting change.

Corrections could not deliver on its pledge because its authority cannot extend to that aspect of each human being where change must begin. When correctional staff, no matter how sincerely, say "I'm going to rehabilitate/change you", the kids' response is and, perhaps, must be, "like hell". The field's statistics reflect the problem. Corrections simply promised something

which, under its own authority, it could not deliver. In the process it denied its basic function, curtailment of liberty, which it clearly could and was delivering. The view of the field's critics—that corrections does not rehabilitate and does not punish effectively—is not surprising. It is the result of the field's own misguided rhetorical promise of rehabilitation.

Disheartened by the current discredit of rehabilitation, corrections seems willing to be more straightforward regarding its basic function. The Youth Authority states as one of the basic premises underlying its policies, "incarceration, in and of itself, is recognized as punishment . . ." In getting clearer about what corrections really does, however, the field may be about to make a conceptual error similar to that made with rehabilitation. In professing its punishment function, corrections is talking about deterrence. Some use punishment and deterrence interchangeably. Like rehabilitation, however, deterrence is a desired result of corrections' curtailment of offender liberty. That is, through punishment, it is hoped that the offender or potential offender will come to believe that the consequences of an illegal act make the act unprofitable. Whether punishment does deter is unclear. Deterrence research produces mixed results. Nevertheless, feeling that rehabilitation, at least as the field has applied it, does not work, corrections may be drifting toward the assumption that punishment is all that it has left. The concept of deterrence softens corrections' responsibility to punish. Rather than punishing retributively, it is more comfortable for corrections to see itself as punishing to deter.

Role of Deterrence

Like rehabilitation, however, deterrence is a phenomenon over which we may not have control. Research has not said definitively how to make it happen. If it occurs, it occurs somewhere within individual offenders, or unidentified potential offenders, for reasons which may have something to do with speed and certainty of punishment. Corrections can do little arbitrarily to affect this. The internal, personal portion of this belongs to the individual. Speed and certainty belong to the courts and law enforcement. Curtailment of liberty is what corrections does and does well. The field need not promise to deliver deterrence. If it happens, fine. If not, the job still remains the application of sanction against illegal behavior ordered by the court. If corrections promises more than that, the result will be similar to what the field now experiences with rehabilitation. The field's critics one day will "discover" the failure of corrections to even deter illegal acts.

This argument suggests that corrections should be accountable only for running institutions and surveillance operations. In terms of what the field knows with certainty it can do unilaterally, that is true. This need not limit the field to warehousing and keeping watch over offenders. There are implications to corrections' obvious limitation which look toward the development of human potential and offer the promise of discernible results.

To run institutions and surveillance operations in curtailment of the liberty of offenders is what corrections does. For that, corrections should be accountable. The field cannot be responsible directly for changing, rehabilitating, or even deterring offenders. Whether more than loss of liberty occurs while the offender is under correctional authority is up to the offender. And this raises the issue of choice and its importance in rehabilitation/change.

The offender while he is doing his time can choose to use that time to change or not as he sees fit. This, some believe, happens no matter what conceptual approach is used. The responsibility is his, not corrections'. His life belongs to him. With this as a given, correctional responsibility for rehabilitation becomes simply offering him opportunities while he does his time.

If he sees himself as having emotional problems he wants to do something about, he is offered treatment programs. If he hasn't finished school and wishes to, he is offered educational programs. If he wishes to increase his employability, he is offered vocational programs. If he accepts, fine. If not, that is his responsibility. Opportunity is offered not to produce results (it will), but because it is the human, caring thing to do. The choice and the responsibility for the choice is his. If he is successful or if he fails, his time may be the same. The only result corrections demands is that he complete his time because that is the field's direct and singular responsibility.

Operating in these terms would require changes in correctional attitude toward itself and its charges. Corrections would have to accept:

1. Its basic function as curtailment of liberty as ordered by the court.
2. The right of offenders to determine the flow of their own lives through freely made choice within the context of court ordered sanction.
3. That its wish to rehabilitate or deter is beyond its power to unilaterally impose on its charges or guarantee to the public.
4. That responsibility for correctional rehabilitation is simply offering and delivering opportunity chosen by the offender.

Conclusion

The case presented sounds gloomy and restricted when compared to the exciting promise of correctional rehabilitation as conceived 20 years ago. But the field's experience in the last two decades points out that imposition of change on those who do not wish it is a delusion. Paradoxically, in giving up our omnipotent wish to change "bad" people into "good", we allow its fulfillment. Rehabilitation can happen within Corrections if the field becomes clear in its job of punishment while understanding and allowing the power of choice in human change.

A PRISON FOR MOMS AND KIDS

BY BEVERLY GREENING

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Division of Research*

On a trip to Germany, the author visited an unusual prison by U.S. standards—a facility where mothers keep their children with them while they serve their time.

It was a typical German Day. The rain had stopped, but it was still overcast and cool. The first building that commanded attention was an old church with a clock and a cross on the tower above it. As I stood looking at the clock, I heard the scrape and final clang of the steel gates as they were closed and locked behind us. I could barely speak a few words of German and here I was locked in the maximum security Women's Prison in Frankfurt, Germany. The impact of the situation was overwhelming, to say the least, and a little threatening even though I was to be escorted through the compound as a visitor for the afternoon. My escort was Uta Kruger, PhD., whom I had met in California at the Department of the Youth Authority last year.

Uta was doing a research evaluation of a unique program within the German prison system—one that allows mothers in prison to keep their children with them while they are incarcerated. Uta talked about this program while she was in Sacramento. She told me if I had an opportunity to go to Germany, she would get special clearance from the German Ministry of Justice so that I could visit the program. That opportunity did arise during the summer of 1978, and the following is simply an account of what I learned about that unique program. It is not intended to be a research report by any stretch of the imagination.

Program History

In 1975, Helga Einsele was the women's prison warden. It was Helga's concern and humanitarian interests that led to the actual start of the program that is now funded by the German Government. When a woman gave birth to a child in the institution, it was Helga Einsele who turned her head and allowed the mother to keep the baby until it was a year old. She felt strongly that allowing the mother to keep her baby was the only humane action she could take.

Warden Einsele founded the citizen's initiative program which was in operation from 1967-1974. The citizen's initiative did considerable public relations work, collected and paid some staff, gave money for toys; and gave some mothers subsistence upon their release from prison. The main objective of the initiative was to attract attention to the program and this they did! As the program became known to the Government Social Welfare Agency, it made inquiries, found the idea to be beneficial and started funding it. In 1974, the

German Government provided 2 million marks (approximately \$1 million). In 1977, the Government established a prison law that included facilities for mothers and children in all of Germany. This law, however, has not yet been implemented.

The warden at the present time is Caritas Zielken, a Catholic nun. Sister Zielken was not at the institution on the day of our visit so we did not have the opportunity to meet her. She must be very proud to know that all of Germany as well as other countries are interested in the development and evaluation of this program.

The pregnant women in the main prison are given priority for acceptance to the program when their children are born. Mothers committed to the prison with children under the age of 6 are also considered candidates to participate in the program. At the time of our visit there were 10 women whose average age was 27. There were 15 children, 4 were infants and 11 were one year to 6 years old. The maximum capacity of the compound is 20 women and 25 children.

To date, 91 women and 108 children have gone through the program. At this point, you may ask, "what is the recidivism rate of the women who have finished this program?" Since 1974, only one! They certainly must be doing something right.

When a woman is sentenced, the judge sets the length of sentence immediately. Indeterminate sentencing does not exist. Normally, everyone gets one-third automatically off of their sentence with a possibility of getting their time cut in half, depending on their behavior. When a woman is released, after she has served her full time, she is not placed on parole; however, if her time is cut in half, she would be required to be paroled. After her release, she is given an allotment by the German government for living quarters and food. She is encouraged and helped by social workers to reestablish herself in society. The average length of stay for the women in the program is 9 months.

Program Objectives

There are two main objectives to the program. One is to keep detrimental influences from the children. Normally when mothers go to prison, their children—unless they have grandmothers—are sent to children's homes. This program was initiated to keep the children with their mothers. The second objective is to aid in healing them physically and mentally. Many children come to the facility suffering from neglect, filth, malnutrition, sores, bruises, and emotional as well as physical abuses. The maximum age limit for the children allowed in the facility is 6. When children are old enough to attend school, they are bused off the grounds to public schools in the surrounding areas. For many of the children, this is the best care they have received since they were born. Also, the mothers have good emotional care and are learning to develop emotional ties.

During a regular working day, the mothers work in the prison's laundry facilities with the other women from the main prison. The women from the main prison resent the program. As they see it, the women with children have special privileges and are treated differently (which they are). This resentment has caused jealousy and the mothers have had to deal with unpleasanties from their coworkers without children. This is one of the reasons for the evaluation of the program that Uta Kruger is responsible for—to determine if the project should be included or separated from the main prison with special rules, etc.

Staff

The staff consists of five correctional officers who alternate their shifts so as to maintain 24-hour coverage; four nurses—one a pediatrician; one staff cook who also teaches housekeeping and cooking to the mothers; and two social workers—one is in charge of the whole program and the other is her assistant. Among other obvious duties, the social workers introduce the mothers to child care. At the time of our visit, the assistant social worker position was vacant and Ms. Kruger was also helping in that capacity. Mrs. Geier, the correctional officer whom we met earlier, and Mrs. Zielfelder, one of the nurses, took us through the nurseries, kitchens and dining areas. You couldn't help but feel the compassion that radiated from these women on the staff. The one service that is not available at this time is psychological treatment. This poses problems, but hopefully a psychologist will be added to the staff in the near future.

Program Evaluation

Uta wrote the proposal for the evaluation of the program and has since been hired in the capacity of consultant to carry out the research component. The research design includes an experimental group consisting of mothers and child pairs in the prison setting whose psychological development will be followed while they are in prison. There will be three control groups consisting of:

- **Children in childrens' home**
- **Mother and child pairs in normal family life—one the outside**
- **Mothers in prison who couldn't keep their children because of lack of space**

In addition, a followup of the experimental group will be conducted after they leave the prison.

The evaluation study is scheduled to cover a five-year period. If shown to be successful, the mother/child concept program would be extended to all of Germany and, perhaps to other countries in Europe and other parts of the world.

The Tour

It was 3 p.m. when we were cleared and admitted to the main prison entrance. Uta explained to me that notorious West German terrorists were imprisoned on the left side of the church, through additional security gates. As we were only interested in the mothers' program, we didn't go into the main prison's living units. As we approached a second locked gate, Mrs. Geier, one of the correctional officers, unlocked the gate (with one of her many keys) and let us through. As we continued, a young priest came out of the locked door of the entrance to the cottage and down the steps with a tiny tot holding on to his hand. Every day Father Renato took a different child out of the prison to explore the outside world. He was the only male figure these children had to associate with on a one-to-one basis. Unfortunately, the Father was going to be transferred to Africa some time during the coming year. We stopped and exchanged greetings and the child's eyes glistened with excitement as they continued out of the yard.

It was a German religious holiday when we visited; the mothers were not at work. You could smell the aroma of cakes being baked. The women are allowed to bake special treats on holidays. The kitchens were spotless, as were the nurseries and all of the living areas. The nurseries and playing areas of the children looked adequate, but there was a lack of educational toys.

Each woman shares her bedroom with her child or children. The bedrooms



A child plays in a playground within the prison walls



A nurse weighs a prison "baby" during a health examination

are comfortably furnished, very clean and well kept, and quite cheerful. They each have a wash basin and bathroom facilities. The mothers do their own cooking and share a community kitchen and dining area. One of the mothers was in the room with her young son, tending to him, as he had a fever. She was very attentive and the nurse kept checking with her to see what she was doing for her son. The little boy was in bed and the mother was telling him stories and at the same time mending. You could tell by the decor that these mothers spend a lot of time doing needlework. We were allowed to take pictures, but the women did not want their faces shown; yet, they were proud to have their children photographed.

In one of the kitchens and eating areas a young mother was making her baby's formula. She was dressed in jeans, knit top and clogs on her feet, and her shiny blonde hair pulled back in a ponytail style. She looked like any typical young mother. In the nursery, another young mother was applying a poultice to her baby's chest. The baby had hurt herself and the nurse was instructing the young woman how to care for the baby. The training and concern which these women and children receive was exceptional.

After spending time in the living area we proceeded out to the play area. It consisted of green lawns, play yard equipment, lawn chairs, tricycles, and a high wall surrounding the compound that had a vivid mural painted on it. The entire length of this mural was about 200 feet. It was quite colorful and gave the illusion of not being confined. At this point we were offered coffee and some cookies



Uta Kruger visits with a youngster in the children's dormitory

(with coffee going at \$1.50 a cup in Germany, we weren't about to decline). We sat in lawn chairs and watched the children play as their mothers sat together talking and doing needlework. At this point, I had mixed feelings—one of sadness at watching the group and the other a feeling of understanding that these women were being afforded a real chance at in-depth rehabilitation.

One of the nurses was off duty and returned with her own little dog to let the children see and touch it. The children squealed with delight and began to run after it. One little girl, about 2½ ran to us and pointed to the dog, looked up at us with big blue eyes, grinned and said "wow wow". I looked at Uta and asked "wow wow". She laughed and said "well, what do your little ones say when they see a dog"? I smiled and said, "of course—bow wow". With that the little toddler chased after the "wow wow" laughing and yelling.

About that time a little boy about 4 was curious about us as we sat drinking coffee and talking. He ran up to us and ran smack into the table spilling coffee everywhere. We smiled, said it was all right and gave him a cookie. His mother got up to retrieve him, grabbed him and started pulling and yelling. Uta got up very calmly and approached the mother and spoke very quietly to her. Uta later explained to me that she had been working with the mother to teach her to discipline verbally in a calm and reasonable manner.

It is incredible the way the children develop in the compound. The neglected children are now no longer neglected. They have food, shelter, clothing and their mothers are with them more than ever before. These mothers have an excellent rehabilitation program.

I will always remember this visit and often wonder about those little tots, how successful the program will be, and what will happen to the children and their mothers in the future.

EDUCATION IN THE YOUTH AUTHORITY

Some 400 Youth Authority educators attended a symposium that was held in two different locations, one in the south Oct. 27 and the other in the north Nov. 2.

The symposium highlighted Director Pearl S. West and Institutions and Camps Branch Deputy Director Chuck Kuhl as speakers who addressed their remarks to the theme: "Directions for Tomorrow." (Mr. Kuhl has since been named chief deputy director of the department).

It is not my intention to summarize both their speeches, which spoke to the changes that have occurred and will occur in the YA educational system. Important to both presentations, however, was their unfailing support to the education process in the Department in the years ahead.

It is this kind of external support on the part of administrators that can help raise the morale of teachers who are often unseen and "buried" in their classrooms. Indeed, it will be this support that will help overcome the challenges teachers face in the future.

Teacher morale is two-pronged. It is both internal and external. No matter how creative an individual teacher is in the classroom, or how satisfied he or she is with the personal knowledge of doing a good job, morale will eventually erode without the external support of administrators.

As changes come about in the future, administrative support at all levels will become increasingly important to the whole educational process in the YA.

Fred J. Torrisi
Education Editor

EDUCATION NEWS BRIEFS

A Multi-Sensory Approach to Teaching Reading

In Allison Zajac's ESEA reading class at Karl Holton School, it is literally true that learning is a moving experience. Students are seen moving hands and arms through the air in what is perhaps the most unusual yet practical way to teach reading.

Called the Slingerland multi-sensory approach, the technique is designed to employ the senses of sight, sound and touch in helping students with average or above average intelligence to read.

According to Ms. Zajac, the students who benefit from this approach are those who have experienced some success in academic areas but have failed when confronted with reading, writing and spelling. "When you bring the visual, the auditory and the kinesthetic into the process of learning, students have a better chance of being successful," she said.

Being successful in reading involves a psychological process. The eyes and ears serve as input to the brain which then integrates the information into a concept that is spoken or written. "When an individual needs to speak or write," Ms. Zajac said, "the kinesthetic sensory channel becomes the instrument of output."

She explained, "Language disability results when intelligence, input and integration get mixed up like telephone wires that get crossed. The messages either do not get through by sight and sound or they come out in a garbled form when the student tries to speak. That's why we have students writing in the air—movement is involved in the learning process. When a kid can't remember how to make a word on paper or forgets to make the sound, he can try to recall how he made the word in the air. We're really speaking about the transfer of knowledge."

Ms. Zajac believes that once students have mastered the smallest units of sight, sound and feel, they progress to words, phrases and sentences. "The principle of the method," she said, "involves these three modalities and the way they work. All three sensory channels must work in unison, if we want the students to do independent reading and independent writing."

New Film Series

Lou Woods, Karl Holton School vocational counselor, recently augmented his orientation program with film strips on 164 different occupational titles.

In the new addition to the program, a student takes the list of 164 titles and selects 12 he is interested in. He then narrows the 12 to three, and, according to Woods, the three have to be related to the skills the student thinks he has.

"This is an important aspect," said Woods. "If a ward picks a watch maker as one of the three, he should know that he enjoys working with small instruments, or at least, he thinks he does."

After this initial interest, according to Woods, the student researches the profession of watch making and attempts to find out what the requirements and education are. "The job search is really a search into the history of the job, whether it has a union, what benefits it has and what the pay is," he said.

Woods also said that during the search the student is asked to examine the job in the light of the particular life-style he wants to enjoy. "Most students don't realize how important this question is with regard to life-style," he said. "You can't go into getting your own business, if you're not willing to work long hard hours."

Each ward entering Karl Holton School begins his educational career in Woods orientation class, which includes a series of psychological tests to determine skills and aptitudes. In addition, there are 12 Singer Work Sampling Stations in different trade occupations that test manual dexterity and determine interest.

What makes Woods happy with the new film series is that they will work in conjunction with the 12 stations. "If a kid decides on masonry, we have a station to test his skills," he said.

EDUCATION OUTSIDE THE CYA

Teacher Salaries Race Against Inflation

The average teacher's salary rose 6.6 percent between 1976-77 and 1977-78, while inflation rose 6.7 percent, according to NEA Research's "Estimates of School Statistics 1977-78."

Last year's average salary of U.S. classroom teachers was estimated at \$14,244. In autumn 1977, an urban family of four needed \$10,481 for a lower level budget and \$17,106 for an intermediate level budget, according to the Department of Labor's Bureau of Labor Statistics.

Blacks' College Enrollment Rises

Between 1966 and 1976, Blacks' college enrollment rose from 282,000 to 1,062,000—from 4.6 percent to 10.7 percent of all collegians—says the 1978 edition of "The Condition of Education", an annual report of the National Center for Educational Statistics. Young people from low-income and middle-income families are more likely to enroll in college if they are Black than if they are not. In the case of young people whose family incomes are less than \$5,000—many of them perhaps graduate students—or more than \$20,000, the opposite is true.

In fall 1977, enrollment at the 105 historically Black colleges rose by 0.8 percent to 213,720, according to the Institute for Services to Education, and the number of first-time freshmen rose by 2.3 percent.

Handicapped Do Well in College, Study Says

Providing the handicapped with educational services is a profitable investment in their future self-reliance, an HEW-funded study has concluded. The study found that such students are more organized and methodical in their study habits than able-bodied students.

In addition, the disabled students surveyed showed "remarkable" ability to perform (and are less likely than others to show anxiety) in a university, scoring higher in academic interest, academic drive, and study methods. The study report, "The Psychosocial and Economic Impact of Wright State University's Handicapped Student Services Program", is to be released in book form.

High School Principals Remain Mainly White, Male, but Switch Views

Out of 1,100 secondary principals responding to a survey by the National Association of Secondary School Principals in 1977, 5 percent were from ethnic minorities and 7 percent (down from 10 percent in 1965) were women. Almost two-thirds of the principals in minority groups work in the South and Southwest.

Principals said they did not agree with the statement that schools should provide students with a general intellectual background and leave specific job training to others; they said they agreed that schools are requiring far too little academic work. Both are reversals of 1965 stands, but mastery of basic skills still has first academic priority.

Job Changes Spur Adult Education

Forty million people in the United States between the ages of 16 and 65 are undergoing or anticipating job or career changes, and 24 million of them expect to return to some form of education or training in order to do so. Many say financial need is a major reason for a change, although others want more interesting work or career advancement. These findings appear in "40 Million Americans in Transition", issued by the College Board.

More than twice as many colleges and universities offered adult and continuing education in 1975-76 than 1967-68, according to the National Center for Educational Statistics. Of 8.8 million registrations (up from 5.6 million in 1967-68), almost 90 percent were in public institutions and 47.3 percent were in two-year colleges. Business, education, health, and arts were the most popular fields.

Study Finds Characteristics of Teen Drug Users

Pennsylvania high school juniors who would smoke marijuana or drink beer at a party are distinctive in several ways, according to results of the state's Educational Quality Assessment. Regardless of their family's income, they expect to work at jobs that pay less and require less education than the jobs others anticipate. They are more likely than others to say that their parents are not interested in school and that it is more important to be athletic, good-looking, or fun to be with than to be bright and well-informed or do well in school.

Students who would not use beer or marijuana report a happier home life and a higher opinion of themselves. They are more tolerant of people who are different, do better academically and are more interested in learning and have a stronger sense of responsibility to society.

English Teachers Condemn Fragmented Skills Tests

The National Council of Teachers of English (NCTE) has attached overemphasis on minor skills in language arts. NCTE condemned emphasis on "sequenced but isolated and often unrelated sets of reading and writing skills." It further "opposes as educationally unsound the use of mandated performance assessments as criteria for promotion and/or graduation" and "use of narrow assessments of student skills as criteria for the hiring and firing of teachers."

NCTE has resolved to "campaign against testing practices and programs which result in the segregation and tracking of students."

More Women Than Men Now Attend Two-Year Colleges

In 1977-78, for the first time, more women than men attended U.S. two-year colleges, reports Garland G. Parker of the University of Cincinnati, describing results of his annual survey of enrollments. Women made up 52 percent of total and 54 percent of part-time enrollment.

For the second year, full-time enrollments in two-year colleges have decreased. Part-time enrollments increased by 6 percent, however, to raise total enrollments by 3 percent.

READING, VIEWING AND LISTENING: A REPORT ON LIBRARY SERVICES IN THE YOUTH AUTHORITY

BY BONNIE CRELL

Ms. Crell is Library Services Coordinator for the Youth Authority. In her article she discusses the state of library services in the Department.

In speaking about library services as they exist in the Youth Authority, I propose to answer the following questions:

1. Did \$500,000 in federal grants actually buy improved library services for wards of the Youth Authority?
2. Are there demonstrated benefits to wards provided by effective library services?
3. Will the accomplishments that have taken place in the 1970s become past history when libraries contained obsolete materials and functioned only as study halls?

From 1941, when the Department of the Youth Authority was created, until 1969, the libraries in our institutions were usually limited to a few shelves of old, tattered gift books and miscellaneous magazines. The library was recognized by other teachers as the place where unruly students could be sent from the classes they were disrupting. During the 1970's, one-half million dollars in Library Services and Construction Act (LSCA) grants were awarded to the Youth Authority for projects designed to demonstrate good library services and ways to achieve them:

An audio-visual center for independent learners was developed at the Fred C. Nelles School in Whittier; camp libraries were started; audio-visual materials and equipment were made available in several libraries; ethnic interest collections were expanded; contracts for certain services were established between institutional and public libraries; print materials collections were expanded; inter-library cooperation was fostered among community libraries and Youth Authority facilities; formerly isolated Youth Authority librarians participated in conferences, workshops, and other training experiences which sharpened their skills and increased their awareness of library programs within and without the Department; unique audio-visual programs were produced; staffing levels were increased; and a Coordinator of Library Services was hired to bring Youth Authority library programs together into an operational network.

Have the "Demonstration Projects" Resulted in Continuing Library Services Improvements?

Some have. Among the continuing improvements are these:

For Wards in Conservation Camps: \$2,500 per year is now budgeted annually for educational and library materials at each camp.

For Younger Wards: The Fred C. Nelles School Library is located in a spacious, well-lighted building; two full-time staff members (one Librarian and one Teacher/Librarian) operate the library for ward use weekdays, nights, and Saturdays; hard cover books, paperbacks, and magazines are accessibly shelved;

music cassette tapes, players, and headphones are provided for in-library listening; film programs and independent audio-visual courses are offered for wards.

For Older Wards: During the current fiscal year, the El Paso de Robles School Library is developing a collection of reference and curriculum-related materials for its college program. Another \$6,000 will be spent for general collection materials. This library is operated by two staff members (a Librarian and a Teaching Assistant). Weekly deliveries of library materials are made from the library to units housing wards who cannot leave them.

For Wards in Vocational Programs: Slide-tape programs developed by the Preston School Library's Career Awareness Center introduce wards to the vocational courses offered by this school. These programs can be adapted for use by other Youth Authority Schools.

For the Library People Who Deliver Library Services to Wards in Youth Authority Libraries: Library Services Sharpening and Materials Awareness Training Workshops are provided for library people throughout the year and all library employees and camp teachers attend the Annual Conference of the California Library Association. This year, the Youth Authority will sponsor two workshops at the CLA Conference: "Libraries Are Useless To Me—I Can't Read," a high-interest, low reading level session presented by Youth Authority Reading Specialist Dave Crosson and "Making The Law Library Work For You," a program describing law library training presented by Fred C. Nelles' Teacher/Librarian Marie O'Donnell and Attorney Morris Jennings, Administrator of Ward Rights. Providing these workshops for the library profession is a way of sharing our resources in return for the materials that community libraries loan to Youth Authority libraries for ward use throughout the year.

How Do Wards Feel About Library Services? In December 1977, responses from approximately 1,500 of the Youth Authority's 4,000 wards, to a two-page Library Use Survey, show that more than three-fourths of the wards have used their school libraries, and a majority of them express their interest in using their libraries even more than they have in the past.

This same survey indicated specific use of libraries by wards for:

School	Classwork	Recreational Reading	Law Research	Listening To Tapes
DeWitt Nelson				
El Paso de Robles	17%	41%	19%	23%
Fred C. Nelles	17%	37%	12%	34%
Karl Holton	19%	40%	21%	20%
O. H. Close	14%	40%	14%	32%
Preston	22%	48%	30%	0
Ventura	37%	39%	18%	6%
Youth Training School	24%	47%	23%	6%

In addition to actual and desirable frequency, and purposes, of library use, wards were queried about collections and services. At every school wards selected as their favorite subjects to read about: Crime, Sports, Arts and Crafts,

and Car Repairing. The magazine described by wards most often as the one they would like to see in libraries is *Time*, preceded by *Playboy*, *Penthouse*, etc. Ethnic publications, such as *Jet* and *Ebony*, were often listed as magazine favorites. Cassette tapes recommended for library collections by wards are representative of all popular music favorites ranging from Rock to Soul to Salsa to Country-Western to Oldies. More than half of the wards surveyed at Youth Training School in Chino said they would read Spanish language materials, as did almost half of the wards surveyed at Preston School in Ione.

Suggestions offered by wards to the question, "How can library services be improved," ranged from: "More ladies in the library," to "Better organized collection with some way to help us find the things we need." (This suggestion was similar to several concerning the lack of an index to the collection at one school). The two means of improvement described most often are: More access to the library, and more current materials.

Informal surveying of wards is ongoing. Some of the most meaningful measurements are spoken ones such as: "When I came to the Youth Authority, I couldn't even read. Now I'm borrowing books from the library. . ." Or observed ones: Wards who have been turned on to reading usually have a paperback book visible in a hip pocket; some wards spend long periods of time leafing through hardcover volumes which may have advanced reading levels, but are usually well-illustrated. Eventually these wards ask, while pointing to a specific word or sentence, "What does this mean?" The way the librarian responds to that question can result in a big boost in reading comprehension, and a regular, satisfied library user. This question can be an invitation to introduce the ward to other materials in the collection (both book and non-book) that may be at a reading level, or in a format, more compatible with his learning abilities. One ward asked to borrow the same books the school superintendent read. Often wards want to read a book that another ward has recommended. The majority of Youth Authority wards are functionally illiterate. Even long-time staff members ask, "What do the wards need libraries for? They can't read." Well, librarians like to be asked that question, because it is so important that everyone be aware of this answer:

The Youth Authority provides the first opportunities that many of these young people have ever had to live in an environment where reading is a socially desirable pastime. Therefore, Youth Authority libraries offer wards unequalled opportunities for positive independent growth—opportunities to be introduced to effective library services and materials that the wards will probably otherwise never experience on the outside. Once library skills and habits are developed in our institutions, they can be carried back into the community and used forever.

At present there is not a line item containing allocations of State dollars for library materials in the Youth Authority's budget. Instead, each local education administrator approves the amount of monies spent from the school education budget for library materials in his/her school.

If there is a correlation between an awareness of the benefits that effective library services provide to wards and actual dollar support expended for collection materials, then some dollar-decision makers are aware. And the wards of the Youth Authority can be better prepared for life in the outside community because of accomplishments attributable to improved library collections.

RECENT PUBLICATIONS

Do not send publication requests to American Education. Single copies of items listed without a price may be obtained from the issuing agency. Priced items may be purchased from the Superintendent of Documents, Government Printing Office, Washington, DC 20402. Payment and item number must accompany all orders. Please indicate zip code with return address.

OFFICE OF EDUCATION

"Education in Action—50 Ideas That Work" 128 pp. \$2.75. S/N 01780-01793-8. Short success stories about OE-funded programs in reading, language arts, math, career and vocational education, special education, and more. Early childhood through high school levels. Sources provided for additional information on each program.

"Finding Funds for Programs Relating to Women's Educational Equity" 85 pp. \$2.50. S/N 017-080-01835-7. Offers information on how to locate government and private funding sources, write effective requests, and follow through; includes descriptions of foundations and government agencies that fund programs to further educational equity for women.

"Guide to Federal Funding in Career Education, Education and Work, and Vocational Education" 20 pp. Describes the organization and principal functions of the offices of the Education Division of HEW concerned with career or vocational education; tells about types of grants disseminated by each office and where to write for program information. Single copies free from Bureau of Occupational and Adult Education, Rm. 5042, ROB 3, 7th and D Sts. SW, Washington, DC 20202.

"Knowledge About Art: Selected Results From the First National Assessment of Art" 26 pp., il. \$1.50. S/N 017-080-01817-9. Displays items used to measure art knowledge and national results for these items; presents average national performance and results for different subgroups within the population; addresses some of the questions raised by the results.

OTHER AGENCIES

"America as Art" 320 pp., il. \$9.60. S/N 047-003-00039-3. Smithsonian Institution publication showing how American artists changed styles to reflect changing social and cultural mores of the country. Art examples highlight eight phases in America's artistic development.

"Consumers Guide to Federal Publications" 16-page brochure. Free (no minimum order necessary). Explains how the public can buy nearly 25,000 titles—both periodicals and single publications—issued by government agencies. Contains bibliography listing nearly 300 subjects, from Accident Prevention to Zoology, plus order form; lists places from which to obtain government publications.

"Dictionary of Occupational Titles" 1371 pp. \$12.00. S/N 029-013-00079-9. Department of Labor's publication defining 20,000 jobs by title, functions, and skill classification. Revised to eliminate sexist titles (e.g., "drafter" replaces "draftsman").

the following: (1) the patient's condition, (2) the patient's wishes, (3) the patient's family, (4) the patient's community, (5) the patient's country.

The first of these is the patient's condition. The physician should be aware of the patient's physical, mental, and emotional state. The physician should also be aware of the patient's social and economic situation. The physician should be aware of the patient's cultural and religious beliefs. The physician should be aware of the patient's legal rights and responsibilities.

The second of these is the patient's wishes. The physician should be aware of the patient's desires and preferences. The physician should be aware of the patient's values and beliefs. The physician should be aware of the patient's goals and aspirations. The physician should be aware of the patient's fears and anxieties.

The third of these is the patient's family. The physician should be aware of the family's structure and dynamics. The physician should be aware of the family's values and beliefs. The physician should be aware of the family's goals and aspirations. The physician should be aware of the family's fears and anxieties.

The fourth of these is the patient's community. The physician should be aware of the community's values and beliefs. The physician should be aware of the community's goals and aspirations. The physician should be aware of the community's fears and anxieties. The physician should be aware of the community's resources and needs.

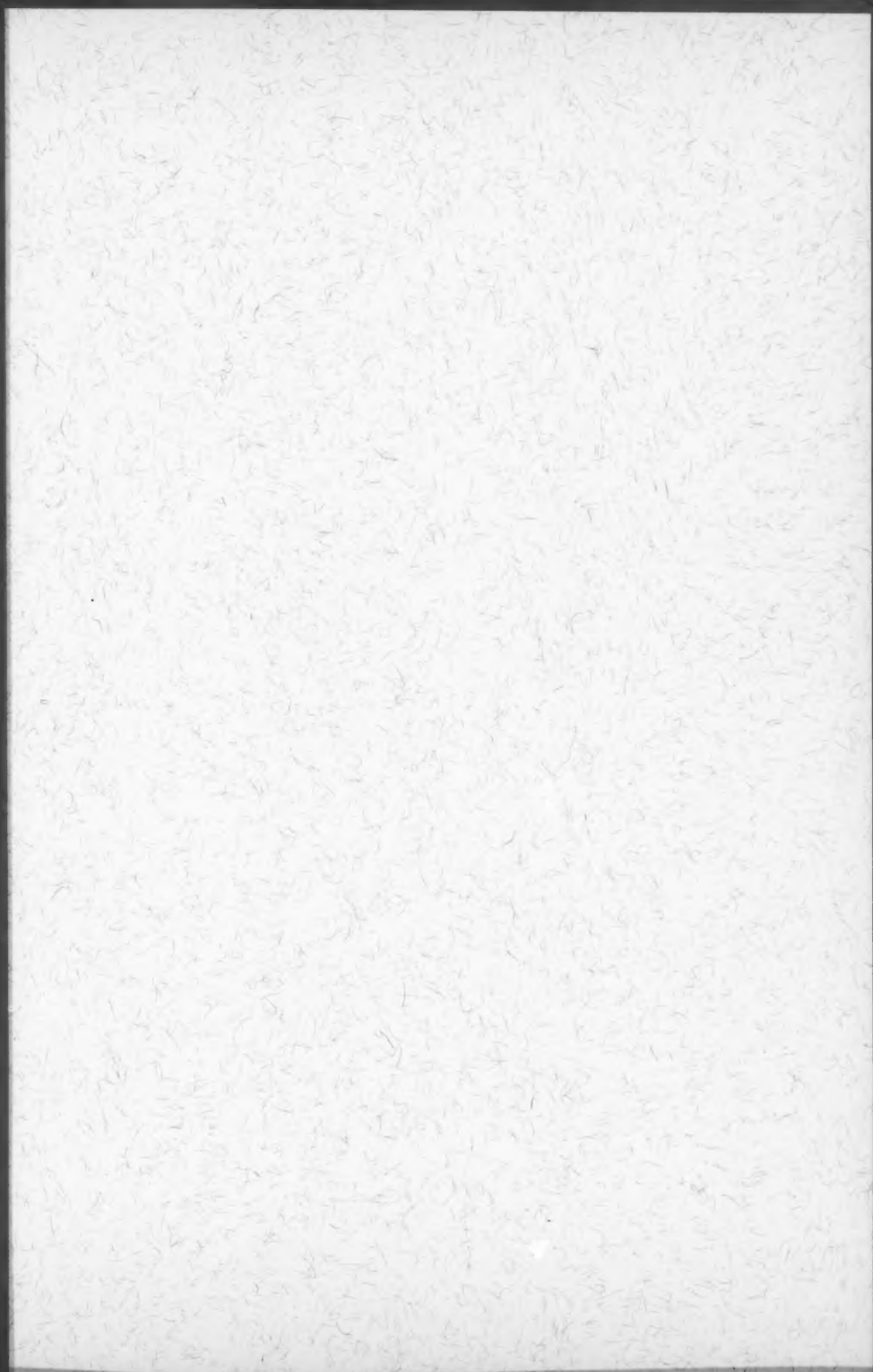
The fifth of these is the patient's country. The physician should be aware of the country's values and beliefs. The physician should be aware of the country's goals and aspirations. The physician should be aware of the country's fears and anxieties. The physician should be aware of the country's resources and needs.

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RETURN ADDRESS

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